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ABSTRACT

Camping or other outdoor experience is seen as an alternative to incarceration for youth-at-risk, matching the excitement of the street-gang society or peer group, while simultaneously giving youth-at-risk a sense of the reason for teamwork, adherence to a group-respected value system, regard for skills and abilities of others, plus a re-establishment of trust in adults and peers. Ten basic types of alternative programs are discussed, along with their common elements (e.g., growth of self esteem, emphasis on one's achievements, and ability to think objectively) and differences of opinion on such program and environmental aspects as mainstreaming, early detection, techniques, and facilities. Information on program costs, success rates, and financing shows that estimated costs for resident therapeutic camps are lower than those of a penitentiary and that rehabilitation success rates of camps are 70-80%, while institutional rates are below 40%. Information is provided on leadership role of the Fund for the Advancement of Camping, statistics on juvenile delinquency, causes for delinquency, and types of youth-at-risk. Recommendations encompassed: developing a directory of all programs and resources currently in operation of the 10 types listed: gathering research and operational literature pertinent to youth-at-risk and making it available; and stimulating greater interest in and understanding of such programs. (AH)

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ALTERNATIVES FOR YOUTH-AT-RISK

Outdoor Experiences for a Special Population

Kendall I. Lingle

An Occasional Paper issued by the Fund for Advancement of Camping

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ABOUT THE AUTHOR

"Public administration consultant" and "urban generalist" are terms often used to describe the work of Kendall Ide Lingle. A Latin phrase *pro bono publico*—"for the public good"—would also summarize the main thrust of his life since 1933 when he graduated from Princeton with a degree in political science.

Born in Chicago and residing there until recently moving to Florida, Lingle devoted full-time volunteer service to Chicago and its institutions. As executive director of the Citizen's Public Personnel Association through the 1940s and 1950s, he influenced the education, public health, and personnel administration of that city as well as the state of Illinois. As a staff member of the Public Administration Service, he broadened the scope of his responsibilities to the universities of Minnesota and Purdue, the public school systems of Milwaukee and Puerto Rico, and the municipalities of Portland and Louisville.

Concern for youth was high among Lingle's priorities. For 15 years he was on the Mayor's Advisory Committee on Youth Welfare and was chairman of the Personnel Committee of the Chicago Commission on Youth Welfare. He also served the Chicago Boys' Clubs, the Boy Scouts of America, the Chicago Commission on Human Relations, the Welfare Council of Metropolitan Chicago, and as a trustee of New College in Sarasota, Florida.

In 1970 Mr. Lingle became a trustee of the Fund for Advancement of Camping, and five years later was elected chairman of its National Board of Trustees. At the same time he became a life member of the American Camping Association and also one of its trustees. Last year he was honored by the American Camping Association by being awarded the Hedley S. Dimock Award reserved for "a person from an allied field who has contributed significantly to the camping movement."

This decade of involvement at the cutting edge of camping has brought Lingle to the realization that among the many values and advantages of camping for youth in general may be a special contribution to youth-at-risk, those who do not fit easily into the usual patterns of home, school, and community. He has therefore put a great deal of time, effort, thought, and money into the possible relationship of camping to youth-at-risk. His Occasional Paper introduces the subject to camping professionals as an indication of how camping skills and resources may intersect with the needs of a special population.

Kendall I. Lingle

A MESSAGE FROM THE EXECUTIVE DIRECTOR

This Paper on Youth-at-Risk presents but one of the many and varied facets of interest to the Fund for Advancement of Camping as it seeks to provide supplementary and supportive services to the field of camping. FAC is designed to be the innovative, demonstration, and research arm of the camping movement. Its span of interest covers many areas relating to the interests and needs of camping practitioners, including: Standards, leadership, values of camping, seed money for new projects, research, economic impact, special population, and effective management.

Readers are invited to suggest areas of special interest that they would like explored or to submit manuscripts to the Occasional Papers Committee.

The editorial committee for Occasional Papers is an experienced group of camping people under the leadership of Ted Cavins, former ACA National President. Committee members are Michael F. Bachman, Helen Cline, Eleanor P. Eells, Russell Hogrefe, and Paul Ransford.

Thomas J. Curtin

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ALTERNATIVES FOR YOUTH-AT-RISK

Outdoor Experiences for a Special Population

Kendall I. Lingle

Author's Preface: In the early 1930s, as a volunteer worker at the New Jersey State Reformatory for boys, I had my first experience with youth caught up in the juvenile justice system. The staff, including the warden, indicated that the program of those days was self-defeating because it did not rehabilitate. Rather, it gave its parolees greater status back home on the streets by having "graduated" from the reformatory. An even more serious consequence was that it provided a graduate course in criminality to most youths passing through its doors.

Almost 50 years have passed since that initial experience. Many innovative attempts have been made by various individuals and groups to provide more effective service, not only to youths enmeshed in the juvenile justice system but to other youths-at-risk, in the hope of reducing delinquency. But many of these efforts are little known to the public or to those seeking alternatives to incarceration for kids in trouble.

Despite frequent studies and reports that most reform schools do not reform, most training schools do not train, and that alternative systems are most effective, our society does not take heed—despite the horrendous social cost of maladaptive, alienated, aloof, and angry young people for whom life's experiences have caused them to turn off, drop out, and develop an attitude of failure.

A recent report of this type was issued by the Academy of Contemporary Problems, which stated that institutionalizing offenders speeds up the time to the next arrest, whereas informal supervision outside of an institution slows it the most.

Herein we shall attempt to consider the challenge of youth-at-risk and the several types of adventure education programs now available, many of which have been quite successful.

Judges, police youth officers, youth and family serving agencies, churches, parents, and correctional officials have all evinced an interest in these alternatives. The trouble is that there are not enough of the tested type of alternative programs to serve the demand for placements.

There is a rewarding opportunity for those with the proper facilities and an understanding of the needs of this special population. The camping profession should be in the forefront of leadership concerned with advancing these programs.

Early examples of therapeutic camping

Dr. Clifford Shaw, originator of the Chicago Area Project in the 1920s, used camping for inner city youths with considerable success. In the 1930s the Princeton University Summer Camp planned a special two-week camp experience for boys of the New Jersey State Reformatory whose cottage had the best record of deportment, schooling, and development for the previous year. Despite the reformatory authorities requiring a barred bus and armed guards to take them to camp, not a single youth ever sought to run away while they were at camp, for it was the most wonderful experience of their lives.

Dr. L. B. Sharp developed concepts in his summer resident camping programs during the 1930s and 1940s which, reportedly, Campbell Loughmiller adapted with considerable success to resident year-round camping for emotionally troubled children after 1946.

The Outward Bound concept originated in England during World War II as a means to enable seamen to survive the rigors of sinkings at sea, burgeoned in this country. Commencing initially with Outward Bound, Inc., there are now a considerable number of Outward Bound modified programs serving various types of populations.

A number of juvenile court judges, aware of the problems with conventional commitment to juvenile reform, industrial, or other penal institutions, have found it difficult to identify alternatives suitable for their charges. By utilizing the alternative resources available, some judges have discovered that programs using camping and other outdoor facilities usually provide the best results. But the judges have felt there was a reluctance on the part of the camp administrators to make their facilities available.

FAC involvement leads to national consortium

The Fund for Advancement of Camping (FAC) entered this arena by stages. Three years ago it became evident that the camping movement needed to perceive itself more positively as a part of the overall human services system, particularly with reference to current and future unmet needs of a society which would become increasingly urbanized in the years ahead.

In the first ten years of its existence, FAC has been primarily concerned with "in-house" challenges confronting the camping movement such as: standards, accreditation, director and staff training, and publications of articles and books on subjects vital to camping. It had pioneered cross-cultural camping (Camping Unlimited). In many instances it had worked closely with the American Camping Association, the professional membership entity of the camping movement, to which leadership and direction of a number of these activities passed.

Now it appeared that FAC—as the innovative, experimental, researching, and demonstrative arm of the camping industry—needed to reach out to other enterprises which, although also allied to the human services field, generally did not have any kinship to the camping movement.

When, in 1978, Campbell Loughmiller sent FAC a copy of the manuscript of his soon-to-be-published book, *Kids in Trouble*, it became the vehicle which led to a chain of

events, even though initially they were not envisioned as the outcome of FAC's interest in Loughmiller's book.

In both his earlier book, *Wilderness Road,* and *Kids in Trouble*. Loughmiller tells of his development of a year-round resident camp facility for all types of emotionally troubled boys under the sponsorship of a group of philanthropic businessmen banded together in the Salesmanship Club of Dallas. He had directed this camp from 1946 to 1966 and subsequently, as a consultant had seen other camps blossom, more or less on the pattern he had established.

Basically, Loughmiller had applied generally accepted principles of the behavioral sciences to a camp setting. A. H. Maslow's theories, Douglas McGregor's Theory X/ Theory Y, Eric Berne's ideas and transactional analysis, the National Training Laboratory's "T" grouping were all there, as well as an effective application of the helper-consultant and participant-observer roles which most good camp counselors utilize either consciously or otherwise.

It seemed that these same principles could be applied with equal success to the systems of education, corrections, mental health, and special education. To test that view, copies of Loughmiller's manuscript, with his knowledge, were mailed to an interdisciplinary group of colleagues for their reactions. The original purpose was to promote the book *Kids in Trouble*.

As a result of this, Dr. Robert Havighurst of the Department of Education, University of Chicago, suggested that FAC organize an interdisciplinary, multifunctional-background consortium, national in scope, to be concerned with the challenge of emotionally troubled children. This was done, and from this the National Consortium on Alternatives through Camping and Outdoor Experience for Youth-at-risk was developed. Composed of some 150 members from a wide variety of backgrounds in the United States and Canada, it also lists as cooperating associations the National Council of Juvenile and Family Court Judges, the American Correctional Association, and the American Camping Association, plus its Private Independent Camp Council. Others will be added in the future.

There are well over 10 million youths-at-risk in the United States and Canada today. The number probably will grow in the years ahead due to changes in life dynamics, including the nature of the family, size and type of dwelling units, population density, and economic and societal challenges based on cultural and attitudinal patterns.

Youth-at-risk includes all boys and girls who, for any of manifold reasons, have difficulty adjusting or are unable to adjust to behavior patterns considered normal and wholesome for their peer group. Currently, there is significant interest on a broad front in the challenges they present. Unfortunately, as television programs such as NBC's Evening News and CBS's "60 Minutes" have pointed out, some of the alternative programs allegedly may be harmful to the clients they serve, while there are marked differences of opinion at present with respect to the lasting benefit of others.

Whereas it used to be thought that certain attitudinal and behavioral patterns were the product of poverty and limited opportunity, in the past two decades it has become evident that atypical behavior now cuts across all strata of our inner and central city, suburban, and even rural societies. Simultaneously there is increasing curiosity as to why the siblings of some families make it to adulthood successfully while their neighbors, growing up in almost identical socio-economic and ethnic environments, do not.

The causations of this situation are too complex to cover here. Rather, several typologies of youth-at-risk will be presented with the general nature of the programs now known to exist, along with the imperative need to make available more programs suited to the requirements of such youths.

One must keep in mind that at present there are semantical problems due to the interdisciplinary significance of the subject and the variety of terminologies. For example, an informal survey made by FAC indicates an inclination to know a great deal about one's own professional field of interest but little about allied alternatives which also serve youth-at-risk. It was also surprising to discover the number of professionals who did not differentiate between "mental retardation" and "juvenile delinquency."

The author's concern, therefore, is that the reader may misinterpret the thrust of this FAC project as being limited to adjudicated delinquents, whereas it is concerned equally with the additional millions of youths—both boys and girls—who do not appear on court records or police blotters, and yet, are as much "at risk" due to the circumstances of their lives. Although experimentation is also being conducted with urban-based programs, this presentation shall be limited primarily to alternatives involving the use of camps and other outdoor experience facilities in a rural or wilderness setting.

Findings and conclusions of the consortium

The entire camping movement should become concerned about its potential, not only to be of service to this special population, but to benefit personally from more extensive use of physical facilities, continuing employment of staff, and broadening of the variety of programs offered.

FAC's consortium, at its first consultation in September, 1979, agreed to undertake the following:

1. Establish a clearinghouse which would enable individuals and agencies to interact on areas of mutual interest in service to youth-at-risk,
2. Develop a directory of who is doing what with whom, designed primarily for parents, school authorities, judges, police, and youth and family serving agencies to facilitate their being acquainted with programs which might serve their needs,
3. Stimulate joint meetings with other national organizations to explore practical means for cooperation in expansion of availability of programs and their utilization,
4. Provide or cause to be provided bases for improved policies and practices affecting youth-at-risk and programs designed for them,
5. Stimulate increasingly effective use of empirical research as an aid to practitioners in improving the state of the art of working with and for the youth in need of rehabilitative services.

U.S. Parole Commissioner O. J. Keller, whose experience with such youths included serving as chairman of the Illinois Youth Commission and as secretary (chief executive officer) of the Florida Department of Health and Rehabilitative Services, and who is himself a camper, pointed out that one of the challenges with modern life is the absence of excitement in a youth's daily life in school, on the streets, and in the home as compared to that experienced when using drugs or engaging in other illegal activity. The advantage of camping or other outdoor experience is that it can match the excitement of street-gang society or peer group while simultaneously giving youth a sense of the reason for teamwork, adherence to a group-respected values system, a regard for the skills and abilities of others, plus the re-establishment of trust in adults and peers.

The National Public Radio's six-part series on teenage use of drugs emphasized that among the causes of use was boredom in school and absence of life purpose.

Dr. Richard Gable, director of research of the National Center for Juvenile Justice, provided the FAC consortium

consultation group with some interesting statistics, among which were the following:

—One and a half million youths appear in juvenile court in the United States each year; 75 percent are boys, 14-17 years old; 66 percent are white.
—Of the cases which go to court, 10 percent are for crimes against persons, 40 percent are for crimes against property, 10 percent are for drug and alcohol abuse, 23 percent are for "status," or non-criminal, offenses (now decreasing as alternative dispositions are used), 17 percent are for other reasons.
—Court dispositions approximate: 45 percent, little or nothing done, assuming experience along with court appearance will suffice as a crime deterrent; 35 percent, supervision, formal or informal, almost always involves living in same setting as prior to court appearance; 10 percent, removal from home and placed in open or closed facility.

Some additional data obtained from various sources are:

—Four and a half million juveniles are given "station adjustments" by the police, which usually involve talking with parents and attempting some follow-up, although limitations of staff make this very difficult—according to data from the Illinois Institute for Juvenile Research and the observations of police youth officers.
—Over a million children a year are battered and abused, thousands dying as a result of their experiences—according to the National Committee for Prevention of Child Abuse.
—Over two million school-aged children are either drop-outs or kicked-outs. Twenty percent of this number have high I.Q.'s and leave because they are unchallenged or unwilling to accept the norms and techniques of learning imposed by the school system, and feel unfulfillment of personal needs.
—There are over a million youths who run away each year.

Dr. Gable pointed out three major causes for delinquency: 1) Inadequate adult supervision at home; 2) Inadequate acculturation to compete academically in school; and 3) Inadequate economic and social resources to become successful in society.

Dr. Sheppard Kellam, professor of psychiatry, University of Chicago, and director, Social Psychiatry Study Center, uses a different approach, dividing youths with emotional problems into: 1) aggressive; 2) shy-aggressive; and 3) shy. He finds the first group more into drugs as teenagers than the other two, but this only applies to boys, not girls.

Another way to identify the types of youths involved is as follows:

1. *Status offenders*—runaways, dependent, abandoned, battered, abused, incorrigible, truant, school drop-outs and kicked-outs, drug users.
2. *Victims of crime*—such as physical battery, rape, shooting, robbery, and sexual abuse.
3. *Station adjusted*—under various degrees of continuing relationship to youth officers and other police personnel.
4. *Probationary*—under supervision of court, or released by the court, or paroled from a correctional facility.
5. *Mentally ill*—as a result of emotional problems.

Types of alternative programs

There appear to be ten different basic types of program sponsorship at the present time. They are:

1. *Long-term resident therapeutic camping, based on the "Loughmiller model."* Many of these camps are independent, single facilities, but the Eckerd Corporation Foundation now operates nine camps in Florida, North Carolina, and Vermont. The Anneewakee Resident Treatment Center has four facilities in Georgia and Florida. Roughly estimated, there may be as many as 37 such camps now in the United States.
2. *Stress/adventure experience based on the Outward Bound modified model.* It is thought there are some 200 practitioners either operating or available to direct such programs. Many are members of the Association for Experiential Education who received their initial training with Outward Bound and then continued to provide similar programs independently, either on their own or as a staff person of another agency. Participant age ranges and course content vary. One program in New Mexico is an alternative to penitentiary incarceration and the convicted person has the option of being committed to one or the other.
3. *Public school systems' use of outdoor experience.* These programs are usually for specific grade levels but some are for students who do not adapt to classroom regimes. In addition, there is an increasing number of "alternative school" programs of widely disparate types, some of which are fully urban rooted, are very imaginative, and provide excellent pedagogical leadership at minimum cost. The consortium project does not contemplate including these within its project perimeters.

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4. *Juvenile Court Judges' use of alternatives to institutional commitment* for various categories of young people. Apparently, in some instances, the judge uses existing programs in or adjacent to his jurisdiction which may be governmentally or privately operated. In other instances, he may create or stimulate the creation of a facility for this purpose. At present, it is not known how many judges are using these alternatives. The Cook County (Illinois) juvenile court reports they have plenty of alternatives for adjudicated youths, but more are needed for delinquency-prone youths in order to reduce the volume of cases upon which the court receives petitions; in other words, a preventive program is needed. The Youth Bureau, Chicago Police Department, in cooperation with the FAC and its consortium project, is exploring this possibility through use of camping and outdoor experience.
5. *CCC/forestry type resident camps,* governmentally operated with emphasis on work ethic. Generally not in use for a number of decades, this type of program again is becoming popular, with modifications. Florida has a camp in operation and is considering expanding the program by opening others. Illinois may reactivate its forestry camp program. In Florida, the camp administrator is inquiring into the possibility of developing a big brother type of relationship with local Kiwanis Clubs, which would provide volunteer members to work with youths on a one-to-one basis while at camp, during probation, and subsequently until the youth is fully reestablished in his community. Details are yet to be worked out. FAC's consortium has been asked to advise on this project.
6. *The myriad of diverse programs directed by independent entities* such as churches, family and youth serving agencies that utilize wagon trains, bicycles, rafts, boats, canoes, sailing vessels, wilderness and urban hiking facilities, and the like. One of the most successful of these programs is the Associated Marine Institutes, Inc., which has several facilities using boats and ocean-going vessels to work with teenagers in scuba diving and exploration for treasure in the waters around Florida. As part of the program they also perform constructive acts for the community, such as building artificial fishing reefs.
7. *Approximately 50 resident therapeutic schools,* some of which apparently use camping and field trips.
8. *"Shelter" residences* which are primarily for status offenders and drug users. Some are church operated and may be located in rural or urban areas.
9. *Governmental correctional institutions' use of one or more of the above categories of programs* for some or all of their charges. Several states have sought in the past, or currently are seeking, camp or foster home placements for their committed youth offenders. Although I do not have accurate data, it is my recollection that Massachusetts and Connecticut eliminated some of their closed facilities for periods of time. It is reported that Vermont currently is seeking foster home and camp placements for the residents of the Vergennes Training School. Wisconsin has developed a regimen which follows a former inmate through post-commitment until he has a job and is reestablished in his community. (Details are available from the Division of Corrections, Department of Health & Social Services, Madison, WI 53701.)
10. *Residential schools devoted to instruction in forestry and agriculture with an Outward Bound Modified component.* An example is the Sterling Institute in Vermont that is used for college credit as an off-campus activity. A two-year associate degree program is being planned.

There are at least two additional program types which do not fall within the established parameters. One is the stress/confrontation type, apparently consisting of a heavy exposure to an intensive type of therapy based upon the T-group approach, which many think can be extremely harmful psychologically, particularly when directed by untrained persons. The other is the fundamentalist, church-sponsored domiciliary programs involving complete domination of the residents. Allegedly this type has a narrow spiritual focus.

Commonalities in these programs

For most, if not all of these types of programs, no standards or systems of accreditation have been either considered or established. Each program establishes its own guidelines even though the standards of safety, public health, program validity, and quality of staff can affect, directly or indirectly, other similar programs through public attitude and images that they generate.

In part, the difficulty arises from the absence of any national organization with which each program might affiliate. In the stress/challenge group, many of the practitioners are members of the Association for Experiential Education. Some of the resident therapeutic camps are members of, or are seeking membership in, the American Camping Association. It is presumed that a number of the government operated facilities are members of the American Correctional Association. There apparently is a loosely organized group of the resident therapeutic schools. But, at present, except for governmental standards of health and safety, there are no standards such as those of the American Correctional Association or the American Camping Association that apply.

In addition to utilizing the basic principles of the behavioral sciences, there seem to be certain other frames of reference that are found in many of the programs observed thus far. An important one is the sense of the significance of the relationship of the "receiving" agency to both the back-home "referring" agencies and to the parents and family of the youth enrolled. These relationships may vary between agencies but the thread is there. In the resident therapeutic camping programs, regular opportunities for home visitation for designated weekends are employed along with periodic conferences of staff, parents, and youth to review progress. This does not seem as evident in the CCC/forestry camps, possibly because of the paucity of staff.

Another significant commonality is the work ethic. Although defined differently in the stress/challenge program than it is in the resident or CCC/forestry camp, essentially is it based on both accomplishment and cooperation, which are fundamental in all three settings.

Differences also evident

It is impossible to identify all the differences which exist within programs of the same category because the data is not yet available and because of the possibility that many of these differences are the product of the various personalities and philosophies of the program directors.

There seems to be rather unanimous agreement that quality of leadership and staff are of paramount importance, and that simplicity of physical structures and activity programs are second in importance. The more luxurious facilities and the more complex programs probably will be less effective.

Other common elements in most programs appear to be: 1) reestablishment of respect and trust in adults; 2) growth in self-esteem and belief in one's potential; 3) emphasis on one's accomplishments, rather than on one's failures; 4) appreciation of the basic need for rules of conduct;

5) respect for the capabilities, strengths, weaknesses, and rights of others; and 6) ability to think objectively.

On the other hand, there are a number of program and environmental aspects about which there appear to be marked differences of opinion. One relates to "mainstreaming," enrolling youths with various types of emotional problems in the same camping programs as "normal" youths, on the basis that segregated special programs will type the aberrant child and mark him as different. Some who hold this view apparently base their judgment on the success of mainstreaming youths with single or multiple physical handicaps.

Yet, many who have worked with emotionally troubled youth-at-risk feel strongly that mainstreaming is harmful, particularly if the camp setting is large and populous or the camp program requires mandatory participation of everyone. This school of thought stresses that most youth-at-risk do better in small groups, where the day's events and goals are group related and can be amended depending on the events that occur during that day. It is felt that these young people need more individual attention and psychological support, both from the counselors and camper groups, and that many such youths would be lost in larger groups with more complex activity programs where they may regard their experiences as additional failures.

Another difference arises in discussing the merits of early detection and treatment of emotional trouble that may be evident as early as the age of six months. Some professionals feel that early identification of emotional problems will lead to "typing" the child, to his future detriment. Others feel that by identifying early problems, all but the most serious cases can be corrected within the normal daily schedule of the child's life, providing those in close contact are interested and informed as to what they, individually, can do.

Kenneth Webb, in *As Sparks Fly Upward*, tells of one boy with an acting-out antisocial history who commenced his camp experience as a bully, uncooperative and unpredictable. Finding that his peers did not accept him, he finally realized that in order to make friends he had to adhere to the norms of the group. Once he learned that lesson he became one of the best campers and was well liked by the others who respected him for his now salient good qualities.

Techniques and facilities vary

Techniques, as well as needs, vary between three major types of programs: resident therapeutic camping, stress/challenge (Outward Bound modified), and CCC/forestry work camping. And even among these respective types, there are diversifications.

For example, the Loughmiller concept does not see the need for use of professional educators or social workers other than the camp director. It asserts that qualified persons with requisite camping skills and on-the-job instruction are better able to provide these services in a natural holistic setting without specialized professional training. On the other hand, the Eckerd Wilderness Educational System group feel that before returning to his community, a camper needs a half-way experience such as residing in a camp setting but going daily to a school building at camp to be directed or instructed by a certificated teacher. The Eckerd program also calls for a professional social worker as a regular staff member.

Apparently, the resident therapeutic camp people feel it is necessary to ascertain that their camper groups are "balanced," in terms of emotional type, on the basis that all withdrawn types or all aggressive types do not provide the emotional balance best suited for creating a viable, functioning group. Groupings are made by assigning youths of both types to the same camp unit. Moreover, only one camper is usually added to a group at a time. Group assignments can be arranged so that there is no waiting list for admission.

However, with the stress/challenge groups, all the students commence and finish at the same time but the length of the course varies.

Another similarity of these two types of programs is that all participants have elected to participate. Reportedly, this is even true in the program of the Santa Fe Mountain Center with its Outward Bound modified program for adjudicated and convicted young adult offenders who can elect to be sent to the penitentiary or to enroll in the stress/challenge course.

From the limited knowledge we now have, it appears that the teenagers in the CCC/forestry programs are committed for a specific term which is later adjusted according to the merits or demerits they receive while there.

As for physical facilities, the stress/challenge type program uses the wilderness, mountains, and swift rivers primarily, and is not dependent upon land ownership.

The resident therapeutic type of camp needs to be sufficiently far from urban habitation to have the atmosphere of being wilderness; but some say that with careful use and layout of the land it is not necessary to have extensive acreage.

The CCC/forestry type facility usually is located in or adjacent to publicly-owned lands such as national parks or forests, or their state- or county-owned equivalent. Most of the work is done in cooperation with, and frequently under the direction of, the foresters and the facilities of other professional staff. This affords the youths an opportunity not only to become interested in the flora and fauna around them, but, in some instances, to consider careers allied to their experience.

Success stories are numerous

Success and failure rates with these programs are difficult to evaluate. There is the matter of defining both recidivism and failure.

Some think they have failed with a youth if that youth subsequently is involved in any act that is contrary to law. Others consider it a success if the crime committed is lower on the FBI index than the crime previously committed.

As compared with recidivism rates of those who were committed to institutions, the repeat rate for youths who have had an "alternative experience" is low. The success stories are numerous.

For example, there was 14-year-old Greg, who went through the Santa Fe Mountain Center program. He had been convicted of theft and had served almost a year in the boys' training school prior to coming to the wilderness program. He came with much the same attitude he had had on being committed a year earlier—angry, argumentative, cynical, and in poor physical health.

The wilderness course awoke something in Greg. He found excitement in the rock climbing and challenges he experienced. He enjoyed the camaraderie with the instructors, a different type of authority figure than he had previously encountered. His successes outnumbered his failures outdoors. Through the program he found a new kind of adventure and had time to clarify and adjust his values. Following the course, Greg and his parents met monthly for conferences at the center. He is now working with his father as an apprentice plumber and uses the discipline of martial arts and running to keep in shape and help him unwind after a hard day at work.

The Associated Marine Institutes, Inc., is a small statewide organization handling about 500 Florida youngsters a year. Most of their students are received through the juvenile justice system. After experiences with AMI marine and oceanographic programs, only about 16 percent of the

youths return to the courts.

Sally was one of their students. She came to the Florida Keys Institute with a background typical of many of their students. Her parents were separated, and for years she had been shifted between them. Finally, she came to Key West to live with her sister. She skipped school because she did not like the system and was bored. Sally enrolled in FKMI and felt at home immediately. She said it was the first school she had ever liked. She enjoyed good rapport with the instructors and found that they listened to what she had to say and were truly interested in her opinions. She said it felt good to find someone who cared about her. She became motivated in the program and found she was not considered an outcast.

Sally's natural curiosity about marine life and biology led her directly to the ocean sciences department where she found a future in oceanography and marine biology. She received an honor graduate certificate and was employed by the Young Adult Conservation Corps as a research technician in the Stonecrab Research project where she is in charge of research aquariums. This young lady has developed into a responsible, conscientious, ambitious young adult. She no longer is "lost." She found her future with the help of AMI.

For over 30 years the Salesmanship Club Boys Camp at Hawkins, Texas, has been serving the needs of boys who have been in trouble. Today this club of Dallas businessmen, banded together exclusively for this purpose, also operates a similar camp for girls.

This story is about Jack, who was referred to camp by the juvenile court for habitual destructive behavior and was also a chronic truant from school where he was failing in every subject. At camp, his defiant, destructive behavior was an unrelieved pattern. He caused more group trouble and got more group help than any boy who ever came to camp—and for a longer period of time. He never lied about it, seeming to regard his exploits with pride. After 15 months, a noticeable improvement began to occur. It was as if he had tried every trick in his bag to make his friends dislike him. When he did not succeed, he made up his mind to do an abrupt about-face.

Seven months later, Jack entered school at his age-grade level, made the honor role, was an outstanding athlete, and was eventually awarded a scholarship to college. He married during his college days and since getting out has worked in the youth division of the police department. Of even more importance, Jack involves himself in many community recreational programs for youth. He has been in this work for the past 18 years.

It has been said there is no such thing as a "bad" child, only a failing society which has made the youth that way. Dr. Erie Berne, the transactional analyst, said the first computer ever invented is on the inside of each of us. It records every experience in our lives. If the majority are "good," we turn out right; if the majority are "bad," we have problems and may end up a detriment to ourselves and society. As one person stated at the FAC consortium consultation last September, "Kids get into serious trouble because the system louses them up."

Costs, success rates, financing

The costs of respective programs are hard to determine without knowing precisely what expenses are included. The resident therapeutic camp people report a per camper per diem cost of $23 to $28 which, on a per annum basis would be $8,395 to $10,220. Penitentiary per annum costs per inmate are reported to be from $13,000 to $29,000.

This tells only part of the story. Two other considerations are length of stay and percentage of repeats. In one resident therapeutic program, the average length of stay is reported to be 18 months; in another, 21 months. One consortium member pointed out, "If rehabilitation can be effected in 200 days at $50 per day, it is less expensive than $25 per day if it takes 500 days on the average to effect rehabilitation."

Others indicated that too long a stay produces dependence on the camp environment and the staff, thus making it increasingly difficult to return to the home setting, which is the result hoped for. If an unnatural and unrealistic ego build-up is effected, the client may suffer an extremely traumatic let-down upon returning to the more complex environment of the neighborhood, home, and peers. This, in part, is why the relationship of the rehabilitation staff to the back-home situation, family, agencies, and other local resources is so important no matter which type of rehabilitative program is utilized.

In a resident camp setting, the rehabilitation rate is thought to be 70-80 percent with a failure rate of 9 percent, and with the rest having received a significant but incomplete benefit. The recidivism rate for institutionalized youths is reported to be in excess of 60 percent.

Existing programs are financed in a number of different ways, among which are: 1) contributions support; 2) tuition, full or part; 3) purchase-of-service, with a governmental agency as payer; 4) public funds supporting a governmental agency; 5) grants-in-aid for start-up or program maintenance, usually as part of a federal program.

In instances where the government is the financial underwriter, whether the program is privately or governmentally operated, there is frequently the risk of delay in decision making, funding, authorization and payment, as well as short notice of changes in policy or emphasis. One complaint has been the tendency to fund new programs rather than to support successful on-going programs.

In most programs that are dependent on governmental decision making, both private and governmental, it is essential to establish and maintain effective lines of administrative and political communication with departmental, chief executive, and legislative sources.

Commissioner Oliver J. Keller advised the consortium that it would be wise, from both the governmental and private agency viewpoints, to continue to use a series of alternatives for financing and administrative control, rather than for either government or private agencies to assume major responsibility for provision of services.

Private agencies should not become exclusively dependent on government financing, nor should government be in a position where all services are provided privately. In the former, there is the chance of losing financing, and in the latter, governmental administrators would have no means of comparing cost and quality of service.

RECOMMENDATIONS OF THE STEERING COMMITTEE

In the opinion of the consortium and its steering committee, there are potent and relatively economical alternatives to benefit the various kinds of youth-at-risk. In order to increase their availability and use, the steering committee believes these needs should be met:

1. Develop a directory listing all known alternative programs and resources currently in operation of the 10 types listed earlier in this Paper. All readers are invited to send information about programs they are familiar with so that the directory will be as inclusive and helpful as possible. This directory should be available to persons and organizations who seek suitable programs for youth-at-risk.
2. Gather the research and operational literature pertinent to youth-at-risk and make it available to those who wish to create effective programs with skill and imagination for such youth.

3. Stimulate greater interest in and understanding of successful programs and the extension of their availability.

The steering committee also enunciated some principles that should guide the efforts to meet these needs. It is not the intention of the consortium either to duplicate the work undertaken by others or to establish another large national organization. Rather it hopes to enlist the cooperation of interested individuals and organizations while becoming primarily a clearinghouse to keep abreast of what is being done and to keep others informed.

Conforming to this directive, the committee envisions a number of projects conducted by their respective initiators, each designed to advance the state of the art or to expand the use of tested and effective programs. The consortium probably will not sponsor more than one or two major activities a year, although it will stimulate and encourage others to undertake projects on their own. Except for general operations and research, each project is expected to be a separate entity that will be terminated upon completion.

Research, however, should be a continuous process. A comprehensive bibliography is needed, both of literature on the subject and of research that would be helpful to practitioners. This should include empirical research of an interdisciplinary nature to advance the knowledge of what works and why.

The Fund for Advancement of Camping has previously made arrangements for Dr. Betty van der Smissen to develop a bibliography of all graduate and faculty research done on outdoor education. It was felt that it would not be difficult to add to this computerized process the development of a bibliography related to programs for youth-at-risk, as well as the basic data needed for the aforementioned directory.

The author hopes there will be a reasonable balance of research in rehabilitation and in prevention. Enough is known about basic causes for malfunctioning in children that, were the data assembled and presented in a form which gained public and professional understanding and acceptance, much could be accomplished in reducing the various psychological, process, and environmental conditions which turn off young people. We need to build on the individual child's potential for successes, not upon failures to meet cognitive or physical norms. Although it is generally accepted that children progress at their own rates, many programs still provide less attention and support to those who do not fit the mold for whatever cause.

Another subject which needs study is "burn-out." In many of these programs, the relationship of staff to campers or students is a very intensive one, 24 hours-a-day. The duration of the relationship in days or weeks will depend on the work schedule of the respective programs, but it usually will be more intensive than the normal human services position either in private or governmental enterprise. What causes a person to tire of his job, lose perspective in dealing with others, and perhaps use deteriorating judgment in critical situations? How does this changing attitude affect relationships with one's peers and the youths one seeks to relate to? Are there factors which can be identified as significant in the original recruitment and selection process for client-related staff? Many of the answers apparently are not yet known, but one observer has suggested that there is a correlation between span of time before burn-out and the degree of technical competence (not academic preparation) which the worker possesses.

Research is also needed to determine the male/female incidence of youth-at-risk and their relative need of facilities. A recent report of the Illinois Institute for Juvenile Research indicates that in certain urban communities the incidence of teenagers in trouble for criminal offenses, school attendance violations and running away is greater among females than males. This has been attributed by some to women's liberation, while others believe it is more a part of the "me" trend of current times. Whatever the cause, it is significant for those concerned with alternatives for youth-at-risk.

A CHALLENGE AND AN INVITATION

The challenge of this growing, neglected special population looms large for the future. As an inflated economy requires more mothers to work, more families to live in high-rise apartments without parks and recreational facilities, and children to attend schools that already are confronted with financial, staffing, and demographic problems, it is evident that program planning for youth is a community problem that needs attention.

Rather than accept a child's sense of failure or reject those who need special help to reach their potential, it is incumbent on all to assist and encourage the use of programs and facilities best suited to the needs of children.

Instead of trying to meet those needs through traditional institutions which have proved inadequate or have failed, the holistic approach which has been so beneficial to children in camps and other outdoor programs should be looked to. Alternatives now are available, but not enough to fill the need.

The Fund for Advancement of Camping has sought for 15 years to be the innovative, experimental, research, and demonstration arm of the camping movement. So much interest has been shown in alternatives for youth-at-risk that FAC has concluded it should provide some leadership to bring together persons and organizations from diverse disciplinary and functional backgrounds to focus on a common interest.

Individuals and organizations who are currently or potentially interested in one or more of the types of youth-at-risk mentioned here, or are considering the establishment of such programs, are invited to join the national consortium. By exchanging information, sharing experience, and participating in advancing the state of the art, everyone can benefit. A periodic newsletter is projected to keep participants informed on activities and meetings that will enable a more intensive exchange of ideas. There are no dues or specific obligations except as individuals are motivated to become active in a pertinent way which will advance programs, insights, and services for youth-at-risk.

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The thoughts expressed are those of the author and do not reflect the views of the trustees of the Fund for Advancement of Camping, the members of the Consortium on Camping and Outdoor Education for Youth-at-risk, or members of the consortium's steering committee. In certain areas of the subject there are widely disparate theorems and conclusions which will need extensive research by competent investigators but, basically, the author believes one will find consensus on the need to give attention to this topic.

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